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GENERAL PLAN REPORT NO. 3



1968?

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city planning

Stockton

STOCKTON, CALIFORNIA

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I CITY PLANNING

City Planning means *researching, designing and programming* for the unified and comprehensive development of a community. This is generally expressed through the arrangement of land uses--the occupancy and regulations of the use of the land. The overall objective is, however, to promote, encourage and support the *economic, social, health, safety, environmental, aesthetic and general welfare* needs of the community. Planning thus involves the collection, analysis, evaluation and presentation of facts, trends and proposals relating to these objectives. Based upon the findings, plans are developed for the future growth or renewal of an area, capital expenditures are coordinated and intergovernmental relationships are assisted.

Basically, the planning of cities is an attempt to *meet* anticipated developments, to *produce* desired changes and to *prevent* undesirable changes. With the continual growth of cities, many millions of dollars will be spent by private and public sectors of the economy for this growth. If these growth decisions are based on sound planning decisions, the expenditures will prove beneficial to the community as a whole.

Over and above our continual concern for the changing society is the constant and supreme concern for the individual. Planning must constantly be concerned with meeting the changing needs of society and must also satisfy man's desire for a better place in which to live. *Without this concern, all else fails.*

The primary document which establishes the base for planning decisions is a continually updated general plan for a community. This report and its exhibits updates the General Plan of Stockton.

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II WHAT IS A GENERAL PLAN ?

A community general plan is a statement of objectives and is a guide for the community to follow so as to achieve those objectives. The objectives relate to the community's future development and renewal. A general plan should educate, inspire and guide the public and civic officials in their decision-making process. The development of a general plan also provides an opportunity for the community to thoroughly analyze its physical plant, to recognize its problems and to seek solutions to these problems. This appraisal points out to the Planning Commission and other agencies and officials, both public and private, the community's limitations and also its potential. It should also be noted that a democratically evolved and adopted plan can advise those who are responsible for the City's development, private developers for the most part, what the future decisions of the planning and legislative bodies could be regarding subdivision development, zoning, highway and bridge locations, industrial plant location and other development proposals.

To further evaluate the broad purposes of a general plan, we quote from Professor T. J. Kent's book, the *Urban General Plan*:

"The fundamental purposes which the General Plan process is intended to achieve are as follows:

"(1) *To improve the physical environment of the community as a setting for human activities--to make it more functional, beautiful, decent, healthful, interesting and efficient.* This purpose is in accord with the broad objective of local government to promote the health, safety, morals, order, convenience, prosperity and general welfare of the community. These phrases are customarily associated with the police power; they actually pertain to all acts of government.

"(2) *To promote the public interest, the interest of the community at large, rather than the interests of individuals or special groups within the community.* The comprehensive nature of the General Plan contributes to this purpose, for

it facilitates consideration of the relationship of any question to the overall physical development of the entire community. Because the Plan is based on facts and on studies that attempt to be thorough and impartial, it helps to prevent arbitrary, capricious and biased actions. The contributions of the Plan to democratic, responsible government help to safeguard the public interest.

"(3) *To facilitate the democratic determination and implementation of community policies on physical development.* The Plan constitutes a declaration of long-range goals and provides the basis for a program to accomplish the goals. By placing the responsibility for determining policies on the City Council and providing an opportunity for citizen participation, the Plan facilitates the democratic process.

"(4) *To effect political and technical coordination in community development.* Political coordination signifies that a large majority within the community is working toward the same ends. Technical coordination means a logical relationship among the physical elements dealt with in the Plan and the most efficient planning and scheduling of actual improvements so as to avoid conflict, duplication and waste. Effective coordination of such a complex subject requires a unified, integrated plan if the physical elements of the environment are to be managed without costly conflicts of function and if the political forces of the community are to deal with controversial development issues, including the Plan itself, in a constructive manner.

"(5) *To inject long-range considerations into the determination of short-range actions.* In effect, this purpose is intended to achieve coordination through time, to attempt to make sure that today's decision will lead toward tomorrow's goal. The extensive use of forecasts and the establishment of long-range goals are significant features of the General Plan. The Plan represents an effort to add the important time dimension to the decision-making process.

"(6) *To bring professional and technical knowledge to bear on the making of political decisions concerning the physical development of the community.* This purpose is intended to promote wiser decision making, to achieve informed,

constructive government. Through the General Plan, the special knowledge of the professional city planner is brought into play in the democratic political process."

GENERAL PLAN

The General Plan is the official policy of the City of Los Angeles. It is a guide to the future growth and development of the city. It is the basis for all city planning, zoning, and other land use decisions. The General Plan is adopted by the City Council. The General Plan is a long-range plan that sets the overall direction for the city's future. It is a statement of the city's goals and objectives. It is a guide for the city's future growth and development. The General Plan is a living document that is updated as the city's needs and circumstances change.

In 1940, the City Planning Commission revised the General Plan. It changed the organization of the plan. It added new sections. It changed the language. It made the plan more comprehensive. The General Plan was originally intended as a guide for the city's future growth and development. It was a statement of the city's goals and objectives. It was a guide for the city's future growth and development. The General Plan is a living document that is updated as the city's needs and circumstances change.

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III THE HISTORY OF STOCKTON'S GENERAL PLAN

The Stockton General Plan was adopted by the City of Stockton in 1959 as a guide to the future growth and renewal of the greater Stockton area. Years of research, study, public hearings and discussion preceded its adoption by the City Council. The Plan covered all major elements of community growth such as land use, traffic circulation and community facilities. The Plan was conceived and executed as a document which would be periodically reviewed so that its proposals might be re-assessed in light of the changes that take place in the community.

In January, 1961, the Planning Commission amended the General Plan to change the designation of Weber Point from institutional use to commercial use. The Weber Point area was originally conceived as a marina area, however, studies indicated that a marina together with commercial uses was more feasible for future development of the area and thus the change was warranted.

As early as 1961, the City Planning Commission reviewed the various elements and proposals of the County General Plan as it related to the Stockton area. After numerous study sessions, the City Planning Commission selected the proposal which resembled the adopted City General Plan and returned a favorable recommendation to the San Joaquin County Planning Commission. In July, 1963, the first San Joaquin County General Plan was adopted by the Board of Supervisors.

The construction of the Central Library building in the Civic Center precipitated a need for a detailed study of the total library services in Stockton as well as San Joaquin County. Acting on the request of the City Manager, the Planning Departments of both the City and County jointly developed a General Plan for Library Services. The City Council and the Board of Supervisors adopted the Library Plan in November, 1964, as an amendment to the General Plan of both jurisdictions.

The circulation element of the Stockton General Plan was refined by the development and adoption of numerous specific plans for streets and highways. Since the General Plan does not specify right of way widths or the exact alignment of public streets, the specific plans are important planning tools for both the developer and the community. The developer must know what lands may be needed for public use and the community needs to reserve future street rights of way so as to avoid expensive land acquisition in the future and the possible disruption of existing development. The City has, in some cases in cooperation with the County Planning Commission and other public agencies, prepared and adopted ten specific plans for various streets.

Additional elements to the General Plan include a Plan for Sewage and Water Disposal, adopted May, 1966, a Plan for Trees and Beautification, adopted March, 1967, a Plan for Community Centers, adopted April, 1967. All of the preceding elements augment the public facility portion of the General Plan.

Although not a part of the General Plan process, two important plans were adopted by the City Council which rounded out an overall series of planning policies and programs. The Community Renewal Program adopted by the City Council on December 13, 1965, presented policies and programs for the renewal of our community. The concepts embodied in the Community Renewal Program are still valid and as time progresses the value and merit of the various recommendations will continue to prove their worth as they are effectuated. The revised Plan for the Civic Center Marina was adopted in July, 1967. This plan is the official guide for the rebuilding and re-use of a part of the central core area and is an extension of and a refinement of the West End Redevelopment Project.

As one of the many goals of the General Plan, it was noted that the renewal of Stockton's residential areas would require wide citizen participation so as to implement more specific renewal programs. Consequently, many citizen's groups organized and spontaneous support for the renewal concept was generated. This support resulted in over 485 acres of land undergoing renewal treatment.

One of the most important aspects of a General Plan in our democracy is the public understanding of policy and programs that it generates. The general acceptance of the policies and programs presented in the General Plan indicate that the time and effort needed to generate public understanding and support has been worthwhile. Changes which would not involve any major fluctuation of public and private investment may be made especially in those areas which still remain uncommitted. However, should any massive changes to any previously adopted plans and programs be justified and warranted for the good of the community, then such changes should be made only with the full and complete understanding of the legislative body and the populace.

IV THE ELEMENTS OF STOCKTON'S GENERAL PLAN

The Stockton General Plan consists of four major elements--*land use, circulation, public facilities* and *housing*. The General Plan also involves the development of reasonable public goals. These goals relate to the type of community that can be reasonably achieved and are included as a part of the Plan. The goals and objectives may be, in the long run, far more significant than the map of land use and traffic circulation since the adopted policies are the basic guides to everyday decisions made by all levels of local government.

The land use element involves the amount and/or location of land needed for residences, commerce and industry as well as recreational and institutional uses.

The circulation element is concerned with the location and type of facilities needed to allow the convenient movement of people and goods.

The public facilities element is concerned with the location of schools, libraries, fire stations and other publicly-owned facilities.

The housing element is a statement of the community's housing policies and the programs designed to implement those policies.

This element clarifies the problems in housing and sets forth as public policy various programs to help overcome these problems. Due to the nature of the housing element, it is published as a separate document and thus is not included in this report.

V OBJECTIVES AND PRINCIPLES

A. The Use of the Land and Water

1. To provide sufficient land area to satisfy the needs of residential, commercial and industrial growth.
2. To relate new growth to existing development and to integrate these developments into a rational physical, social and economic unit.
3. To discourage unnecessary urban sprawl into agricultural areas, thereby protecting a vital element in the economic structure of the community and region.
4. To renew, to maintain and to extend Stockton's residential areas, using the neighborhood as a basic residential planning unit.
5. To provide a pattern of conveniently located and economically sound commercial centers to meet the needs of both consumer and businessman.
6. To designate and to conserve land that meets the specialized requirements of industry, thereby insuring additional employment opportunities and a stronger and broader tax base to serve an expanding population.

B. The Circulation of People and Goods

1. To relate future circulation facilities to the existing street system and to integrate both into the existing and projected regional network.
2. To provide a functional street system for efficient, comfortable and economical service designed to minimize intrusion of heavy traffic into residential areas.
3. To insure the availability of future rights of way by anticipating the needs which will be created by urban growth.

C. The Provision of Public Facilities

1. To insure the availability of adequate sites for public facilities, properly related to intended service areas.
2. To provide a framework for coordinated utility planning.
3. To provide the basis for developing and maintaining a long-range capital improvement program relating such improvements to need, size, location and timing.

VI POPULATION

A population estimate is our best judgment of the population change which will transpire in our area for a defined number of years. As with all planning projections this is "how we see it now". However, this estimate is under constant evaluation and with the passage of time will be adjusted as significant changes and trends occur. The projected population growth is based on the patterns obtained through the 1960 and 1967 Special Census for our metropolitan area and from population studies prepared by other governmental agencies.

Projections are made to indicate what increase may be expected and what they may mean to the community. It is recognized that the area within the city limits contains only 62% of the metropolitan population; however, this relationship is constantly changing with annexations and the urbanized area's need for city services. It is also recognized that, in spite of arbitrary boundary lines of the city limits, Stockton, as an economic, social, physiological and physical unit, really encompasses the larger urbanized area. Our population projection therefore does not relate itself to our city limits but encompasses what we consider to be the metropolitan area.

Population Change

Since 1968, the City utilized a population projection developed by the California State Department of Finance. In this projection, the anticipated change in population from 1968 to 1980 for the county is also presented. Based on past and current relationship, it is estimated that the Stockton metropolitan population would remain at 57% of the county population estimate. This relationship was experienced in 1960 and is estimated to be the same in 1967.

Along with the 1968 Department of Finance estimate for the county, other projections were also reviewed; (a) Federal census estimated to 1975, (b) State Plan estimate to 1980, and (c) San Joaquin County revised General Plan

estimates to 1990. All of these estimates are somewhat higher than the one developed by the Department of Finance.

Based upon an evaluation of the trends experienced between the 1960 decennial census and 1967 Special Census, we feel that it is desirable to continue to utilize the population projection made by the California State Department of Finance until at least the 1970 census.

Population Estimates for San Joaquin County

	<u>State of Calif. Dept. of Finance Est.</u>	<u>(A. Rogers) State Plan</u>	<u>Federal Estimate</u>	<u>San Joaquin Co. Estimate</u>
1960	250,000	250,000	250,000	250,000
1967	-	269,600	247,000	-
1970	291,800	295,800	-	302,000
1975	311,700	329,900	322,000	-
1980	333,100	370,900	-	380,000
1985	-	-	-	-
1990	-	-	-	500,000

We thus have determined that a growth rate of 1.4%, estimated by the State of California, Department of Finance, and the 57% metropolitan county population ratio should be the basis for our population projection between 1970 and 1985. The following is the estimate of change and the net population increase for the Stockton metropolitan area:

Projected Stockton Metropolitan
Population @ 1.4% Increase Per Year

1967	158,100
1968	159,200
1969	161,400
1970	163,600
1975	175,100
1980	187,400
1985	200,500

VII GENERAL PLAN REVISION

An analysis of the present City of Stockton General Plan was made in 1967. This critique indicated that the basic policies and standards of the Plan are still valid. Unlike many other communities, the adopted Plan was followed in most instances and during the past decade provided the basic framework for many urban decisions. It was the basis for 15 years of capital improvement programming, the plan for the expansion of the sanitary sewer system, the alignment of a freeway system and the location of many public facilities.

Public policy regarding land uses has been essentially followed by the city except for commercial zoning and the subsequent commercial development on Pacific Avenue, north of the Calaveras River. This exception has necessarily revised the role of the Central Business District. This fact was recognized in the Community Renewal Program.

A. Land Use Element

1. Residential

In contrast to the 1959 Plan, the revised Plan establishes three basic densities. Residential density is defined in terms of the number of dwelling units permitted in a given area of land.

Where a large number of dwelling units are permitted, sewers, streets, schools, parks and a variety of other utilities and services must be designed to accommodate greater capacity. Care in locating higher densities must therefore be exercised. If this is not followed the community will very often be forced to incur unexpected public expense so as to provide the necessary services to enlarge installed facilities. Present policies in effect now recognize this premise and these policies are reflected in this Plan. The Plan provides for the highest density in the central core, the lowest density in the fringe and suburbs of the community and a moderate density in the transitional areas.

Although the map graphically indicates only the general locations of two residential densities, the higher density areas would be considered along major arterials and as transitional uses between residential and nonresidential uses. Since it is not possible to indicate on a general plan the precise form of all residential development, the policy of the city regarding residential neighborhoods is to encourage a variety and mixture of housing types in all areas of the community.

Since the Plan is not dated nor restricted to a given time period, the amounts of land allocated for residential development is *not* related to present population trends. As set forth in the Plan, the Stockton area could accommodate approximately 380,000 persons which is far in excess of present population projections for the next 20 years. Should these population trends change because of factors not subject to local control, the land use plan would *not* have to be re-adjusted or reconsidered. The Plan does permit selectivity for the urban developer and avoids any monopoly on the land needed for comprehensive development.

In contrast to the Plan of 1959, the residential pattern has been reduced somewhat in the south due to the proximity of Stockton Metropolitan Airport, the prevailing northwest winds and existing and proposed industrial development. With this reduction in land allocations, there still remains vacant residential land to accommodate an increase of over 25,000 persons in the southern portion of the community.

Since planning is for people, efforts were made during 1968 to gain the opinions of people as to their desires concerning their housing and neighborhood needs. A survey of public opinion indicated that over 90% of the people responding to the survey desired single-family housing with over 66% wishing to purchase their home. While 52% favored single-family cluster housing, 89% indicated a desire for a variety of low-density housing. In regard to location,

54% indicated that housing should not utilize prime agricultural lands. Nineteen percent felt the location of housing developments should be a developer's decision alone.

The residential land use plan evolves from the policies and concepts developed from experience gained over the last ten years. The basic density standards that have been developed are as follows:

Residential Density Standards

<u>Type</u>	<u>Typical Development</u>	<u>Families Per Net Acre</u>
Low	Single-family subdivision with possible duplex corner lots	0 - 10
Median	Garden apartments - outside central area	10 - 30
High	Multi-dwelling including high rise	30 - 50

2. Commercial Land Use

The economic vitality of any community is found in a variety of economic sectors, each rendering its own contribution to the overall economy. The Plan provides over 2,200 acres which would be more than adequate for the foreseeable future. Further studies and future data should allow us to further analyze the land needs of this sector. In addition, since present zoning regulations permit these activities to use less restrictive zones, an even greater flexibility and acreage is provided.

Past and present policies related to commercial land uses are continued in the Plan. These policies such as discouraging strip development in preference to shopping centers and convenience centers servicing residential areas are indicated in the land use section of the Plan. The basic policy of providing service while preserving the carrying capacity of the circulation system is also maintained. Although the primary role of the Central Business District has changed from its previous predominance as a retailing area, it will continue to be a strong center for retail activities as well as its emerging role as a

financial, governmental and entertainment center for the metropolitan area. This is due to the development of the general merchandizing regional shopping centers north of the Calaveras River. In addition, provisions are now made to provide highway commercial service centers at the major interchanges of the freeway system.

In implementing the commercial land use element of the Plan, the community must relate the timing of needed public facilities, the effect of the development on the efficiency of the street system and the overall appearance of the commercial development. The concern we expressed in the past for the need of adequate parking no longer exists since it now is apparent that all developers accept the need and now provide adequate parking for their developments. However, development standards, including signs and overall appearance, still need to be established so as to achieve the goal of community beautification and aesthetic development.

The Plan differentiates seven basic commercial uses:

- a. Limited Commercial - convenient retail centers for neighborhood needs.
- b. General Commercial - retail and services for community wide needs.
- c. Central Business District - principal business, professional and government services.
- d. Regional Shopping Centers - primary retail services serving the entire region.
- e. Highway Commercial - providing service to the traveler and limited service to adjacent residential areas.
- f. Administrative-Professional - provides for professional, business and educational services for both the community and the metropolitan areas.

- g. Wholesale and Distributive - heavy commercial areas with access to major arterials. Distributes goods which do not require business transactions by customer visit to the business locations.

3. Industrial Land Use

Stockton's pattern of industrial land use has been created by the transportation system pattern and the location of primary utility service. The plan for the placement of industry in various areas also tends to distribute the traffic thereby reducing congestion that otherwise might be created.

Excluding railroad rights of way, the Navy's Rough and Ready Island and the airport, over 8,000 acres are allocated for industrial use in the Plan. This is a larger acreage than the Plan of 1959 and exceeds the ratio of industrial lands to the total land uses in the community when this ratio is compared with land use studies made in other communities. The Plan provides for over 19% of the land area (excluding those items cited above) for existing and future industrial use. A study of land uses by Harland Bartholomew, Planning Consultant, indicates for 10 cities over 25,000 population, industry occupied 10.46% of the total cities' developed areas. It is not anticipated that all of the lands shown on the Plan for industrial use will actually be used as such. Some will remain vacant for possible expansion of existing uses. Uses such as warehousing and wholesale services and other auxiliary uses will probably occupy some of the proposed industrial areas.

Another change from the 1959 Plan was made following recommendations made in the adopted Community Renewal Program. Certain areas which were proposed for industrial uses but were occupied by residential uses or were of the size not practical for modern industrial needs have been eliminated from the Plan.

Industrial areas which border on residential areas will be made compatible through industrial performance standards.

B. Circulation Element

The importance of the circulation element of the General Plan cannot be understated because the growth and vitality of the community often depends on the efficient movement of people and goods. While urban transportation systems take many forms, this element deals only with the street and highway system. The land use element provides for a single airport facility and the Stockton Deep Water Port. A public transit plan will be treated separately since it needs the expertise and detail normally associated with specific plan proposals.

The Plan of 1959 included among its major proposals a street alignment in Mormon Channel from Wilson Way to Center Street. It proposed that March Lane follow the alignment of the East Bay Municipal Utility District to Highway 99 and Hammer Lane. In addition, Eighth Street was proposed to cross the Western Pacific and Southern Pacific rail yards while Lincoln Street was indicated as a major connection across Stockton Channel. These portions have either been eliminated or revised.

The Plan also incorporates the adopted road classification system developed by the Area Transportation Study and utilized by all the agencies in San Joaquin County.

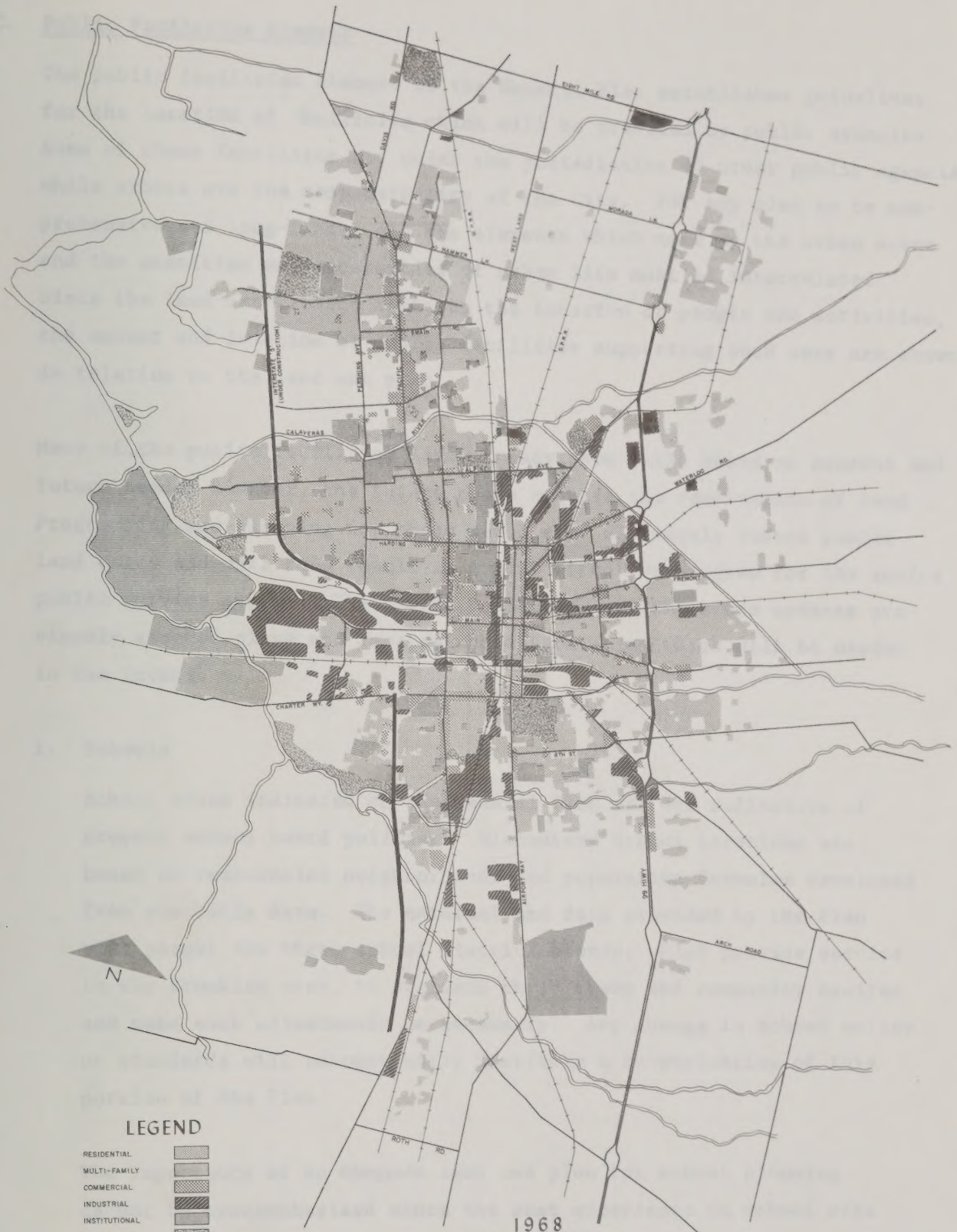
Specifically, the changes shown on the Plan are as follows:

1. Three road classifications are used in place of two.
2. Mormon Channel as a major street alignment has been removed.
3. Eighth Street crossing of the railroad marshaling yards has been eliminated.
4. March Lane has been re-aligned east of the Western Pacific Railroad.
5. Lincoln Street has been removed from plan under the present classification system.

6. Westside Freeway has been re-aligned to reflect actual construction.
7. Routes 234 and 235, major east-west freeways, pursuant to State master plan, have been added to system.
8. Filbert Street was extended to connect with Wilson Way pursuant to adopted specific plans.
9. Freeways proposed east of U.S. 99 as well as a system of collector streets have been added to Plan.

ROAD CLASSIFICATION SYSTEM

NAME AND FUNCTION	POSSIBLE SYSTEM			ADVISABLE MINIMUM DESIGN STANDARDS FOR PROPOSED IMPROVEMENTS			
	Jurisd.	Select	Fed. Aid	Access Control	Traffic Control	Number of Lanes	R/W Width
<u>Freeway</u> : Provides for expeditious movement of large volumes of thru traffic across, around or thru the urban area. Provides for expeditious movement of long trips between urban areas, regions and states.	State County City	Yes	Interstate Primary Secondary	Full Control. Includes interchanges, separations and frontage roads. A freeway may be initially constructed as an expressway for stage development.	Basic speed law.	4 or more div.	170 feet.
<u>Expressway/Arterial</u> : Provides for relatively large traffic movements between areas within urban areas and across portions of urban areas. Provides for movement of long trips between communities and sub-regions. Provides direct service to principal generators, and secondarily for direct access to abutting land. Connects to freeways, expressways and other arterials.	State County City	Yes	Primary Secondary	Partial control for expressways. At grade intersections for frontage and other roads. May include interchanges, separations and frontage roads. Arterials controlled with access minimized by limiting number of driveways and intersections. Control influenced by adjacent land use and traffic volumes.	Expressways as thru sts. and speed limits 35 mph or higher. Signal progression. Arterials as thru streets. Speed limits 25 mph or higher. Signal progression. May be one-way streets.	4 or 6. May be divided or undivided depending upon volume and area. Low rural traffic volume areas and stage development may be 2 lanes.	110' 4-lane div. 84' 4-lane undiv. 80' 2-lane rural
<u>Collector</u> : Provides traffic service to and from community centers, major recreational areas, and major generators, and secondarily for direct access to abutting land. Connects local roads and streets to expressways, arterials and other collectors.	City County State	Yes	Secondary	Limits the number of driveways and intersections.	Generally a thru street. Speed limits 25 mph or higher. No signal progression. May be one-way streets.	2 or 4 depending upon volume and area.	60-80' 2-lanes. 80-84' 4-lane undivided.



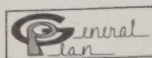
LEGEND

RESIDENTIAL	
MULTI-FAMILY	
COMMERCIAL	
INDUSTRIAL	
INSTITUTIONAL	
PARKS & REC.	
MAJOR STREETS	
RAILROADS	

1968 GENERALIZED LAND USE

GENERAL PLAN
STOCKTON, CALIFORNIA

PREPARED BY CITY PLANNING DEPARTMENT FOR
STOCKTON CITY PLANNING COMMISSION



C. Public Facilities Element

The public facilities element of the General Plan establishes guidelines for the location of facilities which will be provided by public agencies. Some of these facilities are under the jurisdiction of other public agencies while others are the responsibility of the City. For any plan to be comprehensive and long-range, all the elements which make up the urban scene and the amenities and necessities of urban life must be interrelated. Since the land use element dictates the location of people and activities, the amount and location of public facilities supporting such uses are shown in relation to the land use plan.

Many of the public facilities have already been built based on present and future needs, however, the future needs require the reservation of land. . Programming and planning for these needs will ultimately reduce public land costs and will thus result in a more effective program for the entire public service system. The public facilities map therefore updates previously adopted plans and locates those facilities which will be needed in the future.

1. Schools

School sites indicated on the General Plan map are reflective of present school board policies. Elementary school locations are based on residential neighborhoods and population formulas developed from available data. The material and data provided by the Plan will permit the three school district boards, which provide service to the Stockton area, to evaluate their needs and community desires and make such adjustments as necessary. Any change in school policy or standards will automatically institute a re-evaluation of this portion of the Plan.

The importance of an adequate land use plan for school planning cannot be overemphasized since the past experience in school site acquisition and development, which was based on the existing General Plan, has proven its value to the community. The estimates used in this Plan are based on the trends of new family formations

residing in individual homes. Recognizing that each residential neighborhood matures during the effectuation of the Plan, the enrollment standards are higher than present city wide averages but lower than the maximum students that may be generated in select new subdivision areas.

The General Plan does not locate precisely each school site but rather it indicates the number and type of schools required to serve an area based on the following standards and the general estimates of land use and population holding capacities:

<u>Type of School</u>	<u>Students Per Household</u>	<u>Size</u>	<u>Enrollment</u>	<u>Service Radius</u>
Elementary	0.58	10 acres	700-1000	1/2 mile
Jr. High	0.23	20 acres	1000-2000	NA
Sr. High	0.14	40 acres	2000-3000	NA

2. Parks and Recreation

The revised General Plan continues the previous policy of locating parks and playgrounds in residential neighborhoods. A clear acceptance of neighborhood parks was expressed in the public opinion poll of 1968 in which 75% of those polled favored neighborhood parks. The Plan also shows the existing and proposed parks and also recognizes the large regional sites proposed under the County General Plan as well as recreation facilities made by private enterprise.

The Plan also continues the past policy of combining neighborhood parks and elementary school sites. This policy, which was adopted early in 1950, has proven its value in the more efficient use of public land. However, the policy is not always applicable in every instance. In certain areas, where community parks are within a reasonable distance to residential areas, school sites are shown independent of parks. Where areas of the community are totally developed and there appears to be a continuing decline of population, neighborhood parks are not indicated. The Plan by no means resolves all the issues for park and recreational needs. The use of mini-parks

and areas needed for more sophisticated leisure time activities should be explored. A more comprehensive study is needed and will be made to implement this element of the General Plan.

While not graphically portrayed on the General Plan map, the recreation element includes the provision of marinas, both public and private, the community junior college and its facilities, Stockton Civic Center Auditorium and a multiplicity of other facilities, both public and private, which are available to the general public.

General Plan Standards for Parks and Recreation

Neighborhood Parks and Playgrounds	1 acre per 1,000 persons
Community Park-Playfield	" " " " "
Regional Parks	8 acres per 1,000 persons

3. Libraries and Community Centers

A plan for libraries and community centers has been developed and approved by the City Council. The public facilities map shows the general location of the existing and proposed libraries as they relate to the community. It is apparent from the revised land use plan that some adjustment will be necessary to better reflect the standards and purposes of the adopted plan. It is therefore recommended that the Library and Community Center Plans be updated so as to reflect a better relationship to the revised General Plan.

4. Fire Stations

Fire station locations are based on the type and density of residential development and the location and extent of high value retail and industrial development. Criteria developed by the Pacific Fire Insurance Underwriters as well as existing and proposed land development establish the basic standards for locating new stations and relocating those with limited response area. The Plan indicates the location of existing stations that will be retained and also the generalized location of those proposed in the future.

5. Other Public Facilities

Also indicated on the map are the major recreational areas, the Port and the Stockton Metropolitan Airport, the Civic Center Area and the location of major public buildings. Sufficient data is presently not available regarding the needs for additional public buildings. The placement of the existing facilities on the map allows the public to view all existing public facilities as they relate to each other.

It is recommended that studies be undertaken to determine what additional space will be needed for public use and where these new facilities should be located. Although it is inconceivable that additional airports will be needed, an evaluation of heliport locations should be undertaken for the metropolitan area.

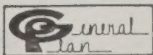
D. Development Timing

Pursuant to the Areas of Influence map adopted by the City Council and submitted to the Local Agency Formation Commission, the planning area map presents, in graphic form, the development schedule for various areas in the planning area. Present public policy is to avoid "leapfrogging" and urban sprawl by requiring compact urban development. The policy also provides a guide as to when public investment in utilities and other services may be delayed. This concept of compact urban development is well documented both locally and nationally as a responsible public policy as it provides for the maximum use of public funds. Development in Stockton thus is based on a priority schedule as shown on the Area of Influence map. Priority Area One provides sufficient space for a population of approximately 250,000 persons. This should be viewed in relationship to the population estimates of 200,000 people by 1985. Priority Area Two would add 8,400 acres with a population holding capacity of an additional 77,000 persons. Priority Area Three includes the remaining areas of the General Plan.



LEGEND

- | | EXISTING | PROPOSED |
|-----------------------|----------|----------|
| FIRE STATION | ⊙ | ⊙ |
| ELEMENTARY SCHOOL | ● | ○ |
| JUNIOR HIGH SCHOOL | ● | ○ |
| SENIOR HIGH SCHOOL | ● | ○ |
| COLLEGE OR UNIVERSITY | ● | ○ |
| NEIGHBORHOOD PARK | ▲ | △ |
| COMMUNITY CENTERS | ● | ○ |
| LIBRARY | ● | ○ |
| PUBLIC BUILDINGS | ● | ○ |
| MAJOR RECREATION | ▲ | △ |
| STOCKTON PORT | ⚓ | |
| AIRPORT | ✈ | |



PUBLIC FACILITIES

GENERAL PLAN
 STOCKTON, CALIFORNIA
 PREPARED BY CITY PLANNING DEPT. FOR
 STOCKTON CITY PLANNING COMMISSION

VIII IMPLEMENTATION

The General Plan is comprehensive and long-range and, although advisory in nature, it should be employed as a guide to the private investor as well as the public officials. To carry out the objectives of the Plan, the Planning Commission and the City Council have various legal methods available to them. These instruments are:

- A. Zoning Ordinance: This law governs the *use* of private land. The ordinance also establishes limitations on the arrangement of the building or buildings on the land, the density of population and other accessory facilities such as parking, access and signing.
- B. Subdivision Regulations: This law establishes the standards to be observed in the design of streets, utilities, blocks and lots. Also, lands can be reserved for public facilities which are designated in the General Plan. The subdivision regulations help insure the design of pleasant living areas as well as providing for both the public and private needs of the area and the community.
- C. Capital Improvement Program: This document is prepared annually and establishes the priorities, costs and possible financing of needed public facilities. Such programming assures the community that the capital expenditures are being coordinated and are aimed at the effectuation of the General Plan.
- D. Urban Renewal: This program is the process of rehabilitating or rebuilding the older and deteriorating portions of the city. Zoning subdivision control, capital improvement programming and the City Housing Code guide the changes that are occurring in the community. Only the urban renewal program, however, can cause a direct change to occur in an existing developed neighborhood. The program ranges from redevelopment projects to rehabilitation efforts and conservation programs.

IX PLANNING AREAS

For the purpose of this General Plan update, the total Stockton area has been subdivided into 61 sub-areas. These sub-areas will be used as future study areas so that the Commission and staff may, in the future, develop detailed plans for these sub-areas.

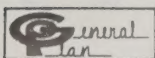
It should be pointed out that the areas of the various uses, shown in the following tabulation, do not equal the total acres of the sub-areas. This is due to the exclusion of railroad right of way, water areas, freeway right of way, etc. The data also excludes areas devoted to utilities and institutional uses.

It is important to note that the acreages shown for residential, commercial, industrial, schools and parks only represent the *potential holding* capacity of the sub-area. The figures do not represent any *projection* of what area will reach maximum development at any given date. Development of any area to its capacity depends upon many factors, many of which are unknown at this date. An evaluation of these factors *are not* a part of this plan but will be taken into consideration when more detailed sub-area studies are undertaken.

PLANNING AREA MAP



PLANNING AREA MAP



GENERAL PLAN
STOCKTON, CALIFORNIA
PREPARED BY CITY PLANNING DEPARTMENT FOR
STOCKTON CITY PLANNING COMMISSION

Planning Area	Name	Total Acres	1967 Population	Total Holding Capacity	Resid. Acres	Schools & Parks	Comm. Acres	Ind. Acres	Housing Problem Areas
1	Elkhorn	1,205	90	15,000	992	213	15	0	
2	Marlette	982	102	13,000	902	20	5	0	
3	Bear Creek - S.P. - East	882	5	9,000	642	15	5	180	
4	99 - Bear Creek - West	901	334	10,500	761	30	15	60	
5	Ashley	572	967	7,000	517	15	40	0	
6	Colonial Heights	1,036	2,213	10,400	991	30	15	0	
7	El Camino	693	503	8,300	610	40	15	0	
8	Kennedy	577	4,098	7,500	528	16	33	0	
9	Tiffany	475	12	6,400	410	55	10	0	
10	Hammer - S.P. - East	614	11	8,400	554	35	25	0	
11	Hammer - 99 - West	772	197	11,000	707	50	15	0	
12	Morada	1,313	1,940	12,000	1,263	30	20	0	
13	Lilval	835	493	7,200	615	135	45	40	
14	Swenson	1,146	5,820	8,200	700	345	55	0	
15	Adams	636	5,411	7,500	455	54	73	0	
16	Burnham	360	50	2,900	175	0	5	180	
17	99 - Calaveras - West	1,108	120	11,000	1,043	40	20	0	
18	Village Oaks	879	5,678	11,900	784	20	75	0	
19	State Farm	476	-	5,300	339	127	10	0	
20	Stagg	522	1,176	5,600	279	153	90	0	
21	Weberstown	881	7,013	11,600	605	55	162	0	
22	Sperry	749	99	10,600	654	20	80	0	

Planning Area	Name	Total Acres	1967 Population	Total Holding Capacity	Resid. Acres	Schools & Parks	Comm. Acres	Ind. Acres	Housing Problem Areas
23	Country Club	945	5,172	7,800	558	196	8	-	
24	Pacific Garden	869	9,973	10,800	720	25	12	-	
25	Tuxedo	555	6,118	6,200	306	25	15	-	
26	College View	482	4,575	5,000	300	68	8	-	
27	Wilson	538	5,034	4,500	270	4	70	-	
28	West Jackson	1,160	5,940	7,700	600	25	105	350	*
29	Victory	809	4,515	5,300	419	94	25	150	*
30	West Stockton	544	6,601	8,700	428	2	30	60	
31	Central Stockton	346	3,421	3,000	44	16	160	18	
32	Oaks	243	2,296	3,000	85	5	40	32	*
33	Fremont	1,199	8,544	9,700	700	47	100	325	*
34	Franklin	471	781	1,500	294	27	-	150	*
35	South Stockton	471	4,171	5,700	160	14	94	100	*
36	Burbank	223	1,897	1,040	74	5	47	60	*
37	Fair Oaks	694	5,258	3,500	254	18	86	263	*
38	East Stockton	475	2,846	4,500	305	18	25	41	*
39	Burkett Acres	1,136	7,086	9,000	900	20	35	10	*
40	Lever Village	1,150	3,772	8,700	563	308	15	170	*
41	McKinley	851	5,878	7,800	580	72	25	25	*
42	Homestead	498	4,198	4,900	190	25	80	150	*
43	Southeast Stockton	1,467	8,677	9,900	865	50	55	254	*
44	Nightingale	1,029	2,131	4,300	805	81	40	70	
45	Farmington	899	1,814	8,200	819	30	10	-	*
46	Moore	760	875	1,800	180	40	60	480	
47	South Central	363	4,481	6,000	58	20	126	59	
48	Port	1,876	1,977	1,400	100	6	6	1,434	

Planning Area	Name	Total Acres	1967 Population	Total Holding Capacity	Resid. Acres	Schools & Parks	Comm. Acres	Ind. Acres	Housing Problem Areas
49	Industrial Tract	1,340	49	-	-	-	-	1,290	*
50	Airport	3,119	213	2,000	150	-	-	1,100	
51	County Hospital	1,304	399	8,200	820	20	6	-	
52	French Camp	1,747	1,714	7,800	782	285	95	420	
53	Delta	205	-	-	-	205	-	0	
A		265	-	3,150	210	-	10	0	
B		300	-	4,800	290	-	10	0	
C		170	-	-	-	170	-	0	
D		50	-	-	-	50	-	0	
E		100	-	-	-	-	-	0	
F		2,250	-	-	-	-	-	-	
G		275	-	-	-	-	-	-	
H		565	-	-	-	-	-	565	
I		1,040	-	-	-	-	-	-	
TOTALS		50,397	156,738	376,190	27,355	3,469	2,226	8,036	

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